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**DRAFT REPORT**

**MONITORING PROGRAM PERFORMANCE:  
USAID/SOUTH AFRICA**

**(Phase 1)**

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The PRISM project is being conducted through a contract to Management Systems International (MSI), with support from Labat-Anderson, Inc. and Research Triangle Institute (RTI).

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## ACRONYMS

ABS	-	Annual Budget Submission
AFR	-	Africa Bureau
AFR/DP	-	Office of Development Programs, Africa Bureau
AID/W	-	Agency for International Development, Washington (agency and bureau offices)
CAAA	-	Comprehensive Anti-Apartheid Act
CDIE	-	Center for Development Information and Evaluation, in the Policy Directorate, AID/W
NGOs	-	Non-Governmental Organizations
POL	-	Policy Directorate, AID/W
PPMER	-	Program Planning, Monitoring, Evaluation, and Reporting system
USAID/SA	-	United States Agency for International Development, South Africa
USIS	-	United States Information Service

## **I. INTRODUCTION**

### **A. Purpose and Scope of Work**

The primary purpose of this report is to help USAID/South Africa establish a strategic plan as a first step in developing a Program Planning, Monitoring, Evaluating, and Reporting system (PPMER) for the key programmatic areas of its portfolio. The secondary purpose of this report is to provide preliminary feedback to the Mission on substantive issues that emerged during our review.

When the PPAS is installed, USAID/SA should be able to identify the information that will be needed on a regular basis to judge the impact of its portfolio in various program areas and in the achievement of program objectives. This information will be used for the Mission's own management purposes and for reporting to AID/Washington and Congress.

### **B. Methodology and Process**

At the request of USAID/SA and AFR/DP, Management Systems International fielded a two person team, composed of Larry Beyna and Alan Lessik, to lead a strategic planning and organizational development workshop for the Mission. This effort took place from October 13 to 29, 1992. The assistance was funded through a "buy-in" to the PRISM project by the Africa Bureau (AFR). The multi-country effort is managed by AFR/DP and coordinated by CDIE. This report will focus on the strategic planning work and a separate report will document the organizational development and team-building aspects of the team's work.

Prior to leaving Washington, the Program Office of the Mission provided an agenda for a two week Mission-wide retreat to be held at the Farm Inn, about 20 kilometers from Pretoria. The agenda provided for one full day for all staff and guests on Monday, followed by three two-day mini-retreats for the different program areas. One final day for a wrap-up session for all Mission staff was planned for the Thursday of the second week. After the arrival of the team in Pretoria and discussion of the needs of the Mission, a second full day was added to the schedule.

For three days, the team conducted individual interviews with about thirty staff members of the Mission. These interviews covered program as well as workplace issues. The interview process gave the team valuable insight into the ways that the South Africa program differs from most AID missions. The Mission is guided by Congressional legislation known as the Comprehensive Anti-Apartheid Act (CAAA). In the CAAA, two goals are laid out for the work of USAID/SA:

- To support the dismantling of apartheid; and
- To help black South Africans prepare for a leadership role in a post-apartheid South Africa.

The most salient features of the program are the acknowledged political aspect of the program, the close coordination of activities with USIS and the Embassy, the prohibition of

working with the South African Government, the focus on NGOs, the active involvement of the project officers in working directly with grantees, the very large number of small grants given out each year, and the diffuse nature of the projects that allow for a great diversity in the types of organizations funded.

After the interviews were conducted, the team provided feedback to Mission management on the issues raised and together the team and management agreed upon an agenda for the retreat. It was agreed that the first day would focus on an overview of the South African political, economic and developmental environment. Presentations were given by the U.S. Ambassador to the Republic of South Africa, the Director of USAID/SA, two eminent South Africans involved in political and social development, the political and economic officers from the Embassy, and members from A.I.D./W. Following these presentations, the staff was broken down into small groups to discuss and prioritize the most important aspects of the South African environment as it affected USAID/SA's work.

Following the day long retreat, there were three two-day mini-retreats, each in a specific area of USAID activity: (1) Democracy and Governance, (2) Private Sector and Housing, and (3) Education. These groupings were based on preliminary work the Mission had done the previous year in categorizing its portfolio. During these mini-retreats, the groups focused on developing the strategic objectives and targets for their areas, as well as other issues that had an impact on the implementation of their strategies. The final Mission-wide sessions saw final refinement of the objectives and strategies and a presentation to the full Mission of the work accomplished. (A list of Retreat and Mini-retreat participants is provided in Annex 1.)

The retreat had several unusual and very positive features that contributed to a broad-based consensus around the adoption of the Mission's strategy. The first was that the entire Director's office was present for the entire two weeks of the process. The Mission Director, Deputy, Assistant and Special Assistant were active throughout, both as participants and listeners. The second positive feature was that there were representatives from each of the sectoral areas participating in all mini-retreats. As a result, cross-cutting issues were raised and discussed throughout the development of the strategy, and this facilitated the development of a mission-wide perspective. Finally, the political and economic officers of the Embassy and a USIS staff person, staff from AID/W, and a member of the Nairobi REDSO staff actively participated throughout the session. This provided additional ideas as well as discussion of the broader efforts of the U.S. Government in South Africa.

Mission strategic objectives were arranged in a hierarchical fashion using an "objective tree" framework to clarify the logic and substance of the strategies. The definitions and the performance guidelines found in Annex 2 were used to guide development and analysis of the strategy objective trees.

### **C. Organization of the Report**

Section A of Chapter II presents and explains the Mission's Program Goal and Sub-goals. Section B discusses the Mission's Strategic Objectives and how they relate to program goals,

the indicators and data sources to be used for monitoring each Strategic Objective, and the Program Targets. For some Strategic Objectives, specific recommendations are made for further refinement, for developing performance indicators, or for developing related performance monitoring systems.

Chapter III discusses monitoring the performance of cross-cutting issues. Chapter IV outlines the next steps for the further development and implementation of the system for Program Performance Assessment, Monitoring, Evaluation and Reporting.

## **II. MISSION GOALS, STRATEGIC OBJECTIVES, PROGRAM TARGETS, AND INDICATORS**

### **A. Program Goals and Sub-goals**

#### **1) Rationale:**

The Mission reaffirmed that the two goals of the CAAA are the goals of its program:

- To support the dismantling of apartheid; and
- To help black South Africans prepare for a leadership role in a post-apartheid South Africa.

In addition, the following Sub-goal was adopted:

- Support black political, economic and social empowerment.

The two CAAA goals have been the basis for the program since it began in the mid-eighties. And while the movement toward a transition government and eventually majority rule may take place in the next several years, nothing that has occurred in the political dialogue has changed the relevance of these goals. The only shift is that the second of these goals is perhaps becoming more relevant as the structures of apartheid are being dismantled.

The sub-goal was seen as an encapsulation of the entire portfolio of the Mission. By supporting empowerment of blacks and black-led organizations, the Mission contributes to achievement of the CAAA goals. The downward linkages from the sub-goals--i.e., to the strategic objectives and program targets--further define the particular aspects of political, economic and social empowerment on which the Mission is placing its efforts.

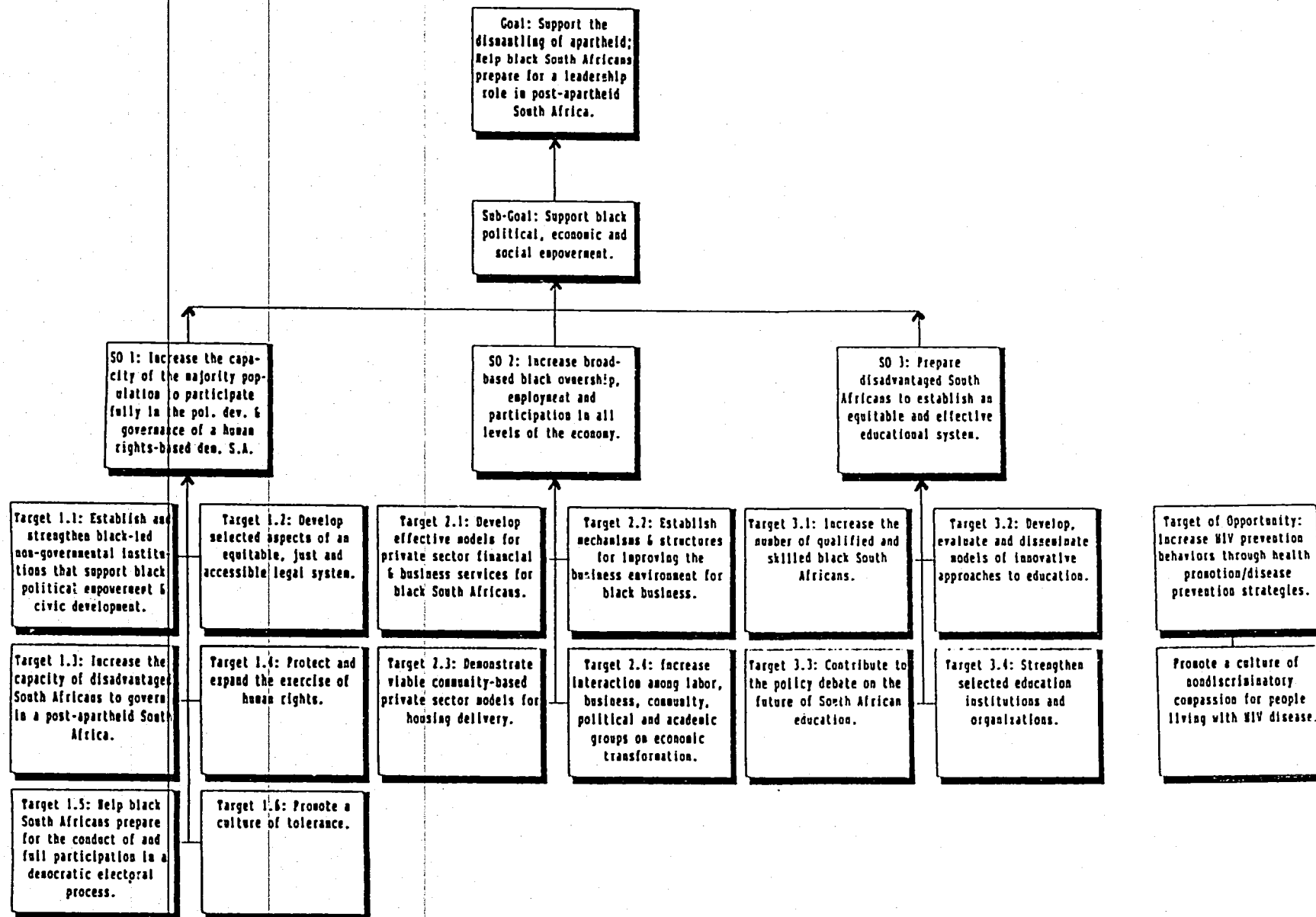
#### **2) List of Strategic Objectives**

The Mission adopted three strategic objectives:

- Increase the capacity of the majority population to participate fully in the political development and governance of a human rights-based, democratic South Africa.
- Increase broad-based black ownership, employment and participation in all levels of the economy.
- Prepare disadvantaged South Africans to establish an equitable and effective educational system.

These three objectives and their relationships to the goals, sub-goal and targets can be seen in the mission-wide objective tree on the next page.

USAID/South Africa  
Objective Tree





Please note that these objectives are not set for the normal 5-7 year time period. Due to the special and changing circumstances of the South African political environment, the time period was set in terms of certain key events occurring rather than in terms of specific amounts of time. Thus, these objectives are valid for the time period leading to the transition to a majority-rule government. At that time, no matter when that occurs (best estimates are from 1.5 to 3 years), the Mission strategy will be reviewed.

### **3) Monitoring Program Goals and Sub-Goals**

The indicator for the first CAAA goal will be the free and fair election of a majority-rule government. Indicators for the other goal and sub-goal were not identified.

#### **B. Strategic Objective 1: Increase the capacity of the majority population to participate fully in the political development and governance of a human rights-based, democratic South Africa.**

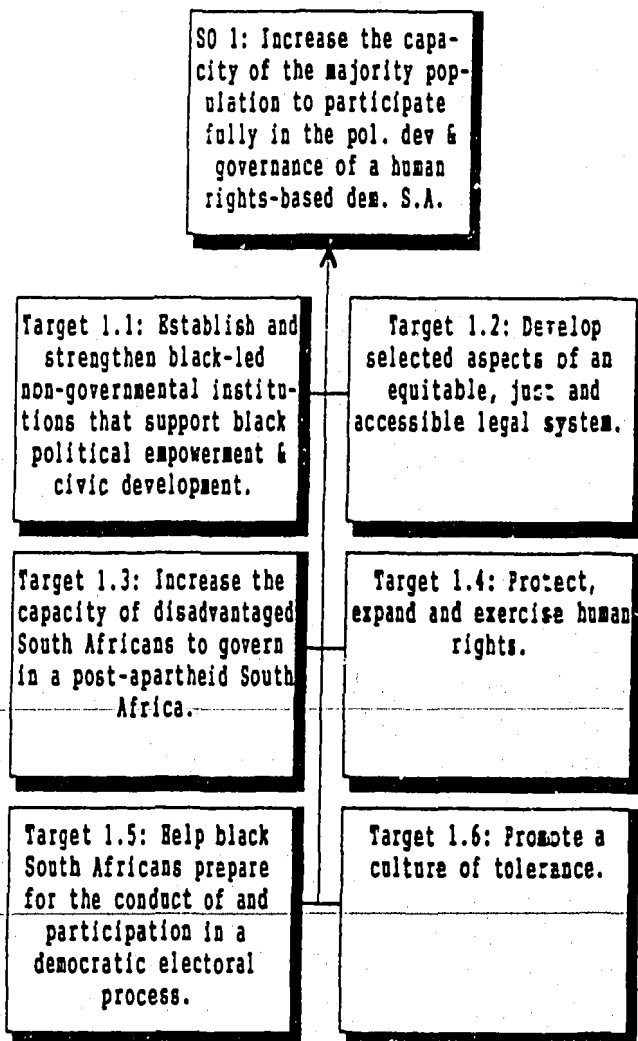
This objective focuses on the Mission's efforts in the area of political empowerment. In order for black South Africans to take over the reigns of power, the skills of individual black South African leaders and the capacity of organizations and mechanisms of civil society and governance must be strengthened. However, since blacks do not form any part of the current government, these efforts must take place for the time being through NGOs and institutions outside the government.

The concept of "democratization" is the umbrella under which the mission's strategy is being pursued. Democratization is defined as "a developmental process that is expected to culminate in the establishment of a political system in which governmental decisions are made on the basis of majority rule and respect for minority rights." There appear to be five major components of democratization to which the mission is contributing through its efforts: (1) a competitive, multi-candidate, informed electoral process; (2) a just and accessible legal system; (3) the protection of human rights and basic freedoms, such as freedom of speech and a free press; (4) a "civic culture," or a culture of tolerance for different political views; and (5) the development of pluralism and a system of checks and balances through strong non-governmental organizations.

The mission's democratization strategy is being carried out through training and leadership development for black South Africans, development of the institutional capacity of black South African organizations, and the provision of direct services (e.g., legal services) to disadvantaged South Africans. As shown on the next page, the strategic objective is supported by six program targets (lower-level objectives):

- Establish and strengthen black-led non-governmental institutions that support black political empowerment and civic development.
- Develop selected aspects of an equitable, just and accessible legal system.
- Increase the capacity of disadvantaged South Africans to govern in a post-apartheid South Africa.

USAID/South Africa  
Objective Tree



- Protect and expand the exercise of human rights.
- Help prepare black South Africans for the conduct of and full participation in a democratic electoral process.
- Promote a culture of tolerance.

The General Development Office, which has primary responsibility for this strategic objective, currently uses six mechanisms for implementing the strategy: the Community Outreach and Leadership Development project (COLD), the Labor Union Training project, the Transition to Democracy project, the Human Rights Support project, Section 116G activities, and Program Development and Support activities.

Indicators and standards of performance (expected results) have yet to be developed for Strategic Objective 1 and the six program targets. They will be developed during the preparation of the Mission's strategy concept paper for submission in the spring of 1993.

**C. Strategic Objective 2: Increase broad-based black ownership, employment and participation in all levels of the economy.**

This strategic objective addresses the sub-goal of economic empowerment. The current South African economy continues to be in a tail-spin, with current estimates that it can provide employment for only 3 percent of the new entrants into the job market in any given year. Blacks have been kept out of owning and running businesses and few blacks have penetrated to positions of power in the country's corporate sector. The economy and development of jobs will be the biggest issue facing a new majority government when it comes into power.

The mission believes that it can increase black ownership, employment, and participation through the development of policies needed by a majority government to spur the economy once it assumes power, the development and demonstration of models for service delivery, the development of structures, such as schools and institutions, and the development of mechanisms for sharing information and technology.

This strategy is supported by four program targets:

- Develop effective models for private sector financial and business services for black South Africans.
- Establish mechanisms and structures for improving the business environment for black businesses.
- Demonstrate viable community-based private sector models for housing delivery.
- Increase interaction among labor, business, community, political and academic groups on economic transformation.

The figure on the next page presents Strategic Objective 2 and its four supporting program targets. The achievement of the program targets and, ultimately, achievement of the strategic

SO 2: Increase broad-based black ownership, employment and participation in all levels of the economy.

Target 2.1: Develop effective models for private sector financial & business services for black South Africans.

Target 2.2: Establish mechanisms & structures for improving the business environment for black business.

Target 2.3: Demonstrate viable community-based private sector models for housing delivery.

Target 2.4: Increase interaction among labor, business, community, political and academic groups on economic transformation.

objective, is expected to occur through three key activities: (1) the Black Private Enterprise Development project, (2) the Shelter and Urban Development Support project, and (3) support for the Black Integrated Commercial Support Network (BICSN).

As with Strategic Objective 1, the indicators and expected results for Strategic Objective 2 and its program targets remain to be developed over the next several months.

**D. Strategic Objective 3: Prepare disadvantaged South Africans to establish an equitable and effective educational system.**

The final strategic objective relates to the social empowerment of black South Africans. A long lasting legacy of the apartheid system is, and will continue to be, the poor quality of education for blacks as well as the dearth of opportunities for training and education. The effect has been a continuing need for basic education. At the same time a strong need exists to provide advanced training and education for those blacks who will soon take over the reigns of civil and social governance. All aspects of the system must be revamped by a majority government to provide for the first time a quality, unitary, non-sexist, non-racist education for all South Africans.

The strategy for this achieving Strategic Objective 3 has four components, each represented by a program target in the program objective tree. The targets are listed here with some very preliminary indicators for measuring progress:

- Increase the number of qualified and skilled black South Africans.
  - # of women and men trained
  - areas in which people were trained
- Develop, evaluate and disseminate models of innovative approaches to education.
- Contribute to the policy debate on the future of South African education.
  - RTI type modeling of policy options
  - # of conferences, participants attending, richness of agendas
- Strengthen selected education institutions and organizations.
  - # of staff trained
  - types of materials available
  - quality of inputs and entrants
  - establishment of better institutional policies and procedures.

The figure on the next page presents Strategic Objective 3 and its four supporting program targets. The strategic objective and targets are supported by mission efforts in several areas: (1) the Education Support and Training project, (2) the Support to Tertiary Education project, (3) the South Africa Basic Education Reconstruction project, and (4) support for the work of ABEL (Advancing Basic Education and Literacy) and TEPS (Tertiary Education Project Support).

SO 3: Prepare disadvantaged South Africans to establish an equitable and effective educational system.

Target 3.1: Increase the number of qualified and skilled black South Africans.

Target 3.2: Develop, evaluate and disseminate models of innovative approaches to education.

Target 3.3: Contribute to the policy debate on the future of South African education.

Target 3.4: Strengthen selected education institutions and organizations.

**E. Target of Opportunity: Increase HIV prevention behaviors through health promotion/disease prevention strategies.**

While it is clear that health-related disparities between black and white South Africans are vast in virtually all areas, the grave potential impact of the HIV epidemic upon the overall health, social, economic and political development of the new South Africa warrants a unique focus within the USAID/SA portfolio. Therefore, the objective of increasing HIV prevention behaviors through health promotion and disease prevention is included as a separate "target of opportunity" in the mission strategy. (See the figure on Page 5.)

The demographic/epidemiologic characteristics of this pandemic clearly indicate that South Africa should expect the premature loss due to HIV of many blacks who are integral to the redevelopment of the nation. The activities of USAID/SA will serve to reduce the spread of HIV by preparing NGOs and institutions to take the leadership role.

### **III. MONITORING THE PERFORMANCE OF CROSS-CUTTING ISSUES**

Virtually all of the Mission's portfolio is cross-cutting, as the discussion in the mini-retreats proved. Issues of governance, strengthening black-led organizations, HIV prevention and the development of private sector solutions abound in the portfolio.

Training is probably the major cross-cutting effort identified by the Mission, and, as such, may require additional coordination. Most training activities occur in the Education/HRD division, even though these activities can and should be used by other offices and divisions. Each strategic objective has a target or sub-target related to training, thus any measurement of training should be done at that level. The education division will have to work with other divisions to identify the needs for monitoring information that it can provide.



#### **IV. NEXT STEPS IN DEVELOPING AND IMPLEMENTING A PERFORMANCE MONITORING SYSTEM**

The exercise undertaken by the mission over the past three weeks constitutes the first steps in developing a comprehensive system for achieving and measuring mission-wide program performance. To continue this process, we have the following recommendations for next steps:

##### **1. Review the Status of the Mission's Strategic Objectives**

- Refine and finalize strategic objectives. Performance indicators for each objective and target should be identified. Where appropriate, the statements of objectives should reflect attention to gender considerations.

##### **2. Set Specifications for Measurement**

- Set baselines for all targets, especially for those where increases in absolute numbers or percentages will be measured.
- Establish expected results for each indicator, both at the strategic objective and program target levels. Determine how frequently each indicator needs to be measured -- quarterly, semi-annually, annually, etc.
- Determine which indicators should be gender disaggregated. All indicators that count people or training activities, measure employment or businesses created or measure the incorporation of new practices by people should be gender disaggregated to determine if the programs are having differential effects on men and women.

##### **3. Determine Sources of Data for Indicators**

- Determine what data are already being collected by projects, programs or are readily available from other sources. If certain indicators are already being measured in exactly the proper form, these data can be used to measure progress without extra effort.
- Determine which indicators will require new sources of data currently not being collected. Develop plans for measuring indicators and clarify responsibilities among offices for collecting data and reporting.

##### **4. Establish a Monitoring System for Each Strategic Objective**

- Establish a monitoring and evaluation system for each strategic objective to aid tracking of the indicators. In most cases this means developing a mechanism for collecting the necessary data from each project or program that contributes

to a particular strategic objective. Cross office monitoring and evaluation systems will be needed in some cases (this is likely in the training targets.)

- Use existing resources for finalizing the monitoring system. AFR/DP has developed formats for organizing information for each indicator. Further technical assistance to set up computerized management information systems can be obtained through POL/CDIE or AFR/DP. Data sources should be discussed with implementing organizations to ensure that information can and will be collected.

## ANNEXES

## ANNEX 1

### OBJECTIVE TREE TERMINOLOGY AND PROGRAM PERFORMANCE MEASUREMENT GUIDANCE

**PROGRAM:** The entire range of development activities-- projects, non-project assistance, policy reform, and other activities -- aimed at achieving a strategic objective.

**STRATEGIC OBJECTIVE:** The highest level development result that a Mission (or other operating unit) feels is within its overall manageable interest -- that it can materially affect and for which it is willing to be held accountable.

**PERFORMANCE INDICATORS:** Dimensions or scales to measure program results against objectives.

**PROGRAM ACTIVITIES:** The inputs provided to produce targets that, in turn, contribute to achieving the Strategic Objective.

**TARGETS:** Represent lower-level Mission (or office) objectives that contribute to the achievement of one or more strategic objectives. A Mission's objective tree (or Program Logframe) can include several levels of targets, which reflect the results of various project, non-project, policy reform, or the development interventions.

**PROGRAM INDICATORS:** Criteria for determining or calibrating progress in the attainment of Targets.

**PERFORMANCE STANDARDS:** Degree or amount of expected change is an indicator over a designated time period.

**PROGRAM GOALS AND SUBGOALS:** The higher order and longer-term goals to which the Mission's programs contribute.

**TARGET OF OPPORTUNITY:** Activities that fall outside a Mission's core strategic objectives, but which a Mission pursues for particular political, historical, or practical reasons, or as experimental efforts. The targets of opportunity generally represent a relatively small portion of a Mission's portfolio.

**CROSS-CUTTING ISSUE:** An issue of programmatic or policy concern that permeates an AID field Mission's portfolio and warrants unified planning and monitoring but which does not constitute a separate strategic objective.

**A.I.D.**

**PROGRAM PERFORMANCE MEASUREMENT GUIDANCE**

**February 1992**

**(Distributed Agency-wide, March 1992)**

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AID/ES:JWOLFE  
AID/AA/ASIA:HHFORE  
AID/AA/LAC:JMICHEL

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TAGS:

SUBJECT: A.I.D. PROGRAM PERFORMANCE MEASUREMENT GUIDANCE

REF: {A} STATE 189250 {JUNE 1991}; {B} STATE 210025 {JUNE 1991}; {C} STATE 324988 {OCTOBER 1991}

#### 1. SUMMARY

THE FRY TASK FORCE REFORMS WERE APPROVED BY THE ADMINISTRATOR ON DECEMBER 19, 1991. ONE REQUIREMENT OF THESE REFORMS IS THAT EACH MISSION DEVELOP A PROGRAM PERFORMANCE MEASUREMENT SYSTEM THAT ENSURES THE AGENCY'S ABILITY TO MANAGE FOR RESULTS. THIS CABLE PROVIDES TECHNICAL GUIDANCE ON THE IMPLEMENTATION OF THIS PERFORMANCE MEASUREMENT SYSTEM. PARA 2 PROVIDES THE BACKGROUND AND CONTEXT FOR ESTABLISHING THIS SYSTEM. THE APPROACH TO BE TAKEN TO IMPLEMENT THE SYSTEM IS EXPLAINED IN PARA 3. PARA 4 DESCRIBES MORE SPECIFICALLY HOW THE AGENCY INTENDS TO IMPLEMENT THE SYSTEM. A COMMON SET OF CORE CONCEPTS OF THIS SYSTEM ARE IDENTIFIED AND DEFINED IN PARA 5. GUIDELINES FOR SELECTING OBJECTIVES, INDICATORS, AND STANDARDS ARE CONTAINED IN PARA 6. PARA 7 DESCRIBES THE RESOURCES AVAILABLE TO MISSIONS FOR DEVELOPING AND IMPLEMENTING THIS PERFORMANCE MEASUREMENT SYSTEM.

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SUPPLEMENTARY COMMUNICATION FROM EACH REGIONAL BUREAU IS PROVIDED IN PARAS 8-12.

## 2. BACKGROUND

MANAGEMENT EXCELLENCE--"DOING FEWER THINGS, BUT DOING THEM VERY WELL"--HAS BECOME A.I.D.'S CENTRAL MANAGEMENT THEME. TO MANAGE STRATEGICALLY, FOR BETTER DEVELOPMENT RESULTS, MANAGERS NEED A SOUND BASIS FOR ASSESSING PROGRAM PERFORMANCE. AS PART OF THE AGENCY'S STRATEGIC MANAGEMENT AND EVALUATION INITIATIVES (AS REPORTED EARLIER IN REFS A, B, AND C), CDIE HAS BEEN CHARGED WITH IMPROVING A.I.D.'S PROGRAM PERFORMANCE MONITORING BY STRENGTHENING MISSION AND OTHER OPERATIONAL-LEVEL PERFORMANCE INFORMATION SYSTEMS, BY MAKING PERFORMANCE INFORMATION MORE EASILY AVAILABLE FOR DECISION-MAKING AT ALL ORGANIZATIONAL LEVELS, AND BY DEVELOPING AN AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEM. THIS EFFORT--CALLED PRISM, FOR PROGRAM PERFORMANCE INFORMATION FOR STRATEGIC MANAGEMENT--IS A KEY ELEMENT IN THE BROADER PROGRAMMING REFORMS RECOMMENDED BY THE FRY TASK FORCE AND APPROVED BY THE ADMINISTRATOR ON DECEMBER 19, 1991. THE PRESENT GUIDANCE IS INTENDED TO PROVIDE A COMMON FRAMEWORK FOR PERFORMANCE MEASUREMENT EFFORTS THAT WILL EVENTUALLY ENCOMPASS EVERY A.I.D. MISSION AND MOST A.I.D./WASHINGTON FUNCTIONAL OFFICES.

## 3. APPROACH

A. GETTING AND USING PROGRAM PERFORMANCE INFORMATION IS EVERY MANAGER'S RESPONSIBILITY--IN MISSIONS, REGIONAL AND CENTRAL BUREAUS, AND AGENCY-WIDE. SIGNIFICANT STRIDES HAVE ALREADY BEEN MADE IN SOME PARTS OF THE AGENCY TO DESIGN AND IMPLEMENT SYSTEMS FOR COLLECTING AND USING PROGRAM PERFORMANCE INFORMATION. WE HAVE LEARNED FROM AND BUILT ON THIS EXPERIENCE IN DEVELOPING CONCEPTS OF HOW PROGRAM PERFORMANCE CAN AND SHOULD BE MEASURED, REPORTED, AND USED IN A.I.D. (A MORE DETAILED DISCUSSION IS PROVIDED IN THE PERFORMANCE MEASUREMENT REPORT PREPARED BY A SUBCOMMITTEE OF THE FRY TASK FORCE).

B. CDIE, ALONG WITH THE REGIONAL BUREAUS, STRONGLY BELIEVES THAT ANY EFFECTIVE AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEM MUST BE BASED ON ~~PERFORMANCE INFORMATION SYSTEMS THAT ARE RELEVANT AND~~ USEFUL TO MISSIONS AND OTHER OPERATING UNITS. THE KEY BUILDING BLOCK OF PROGRAM PERFORMANCE MEASUREMENT IS A STRONG MISSION (OR OPERATING UNIT) STRATEGIC PLAN, WHICH INCLUDES A CLEAR STATEMENT OF OBJECTIVES, INDICATORS, AND EXPECTED "STANDARDS" FOR RESULTS (PERFORMANCE STANDARDS).

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MISSIONS (AND OTHER OPERATING UNITS THAT HAVE PROGRAMMATIC RESPONSIBILITIES) ARE REQUIRED TO DEVELOP PROGRAM STRATEGIES CONSISTENT WITH COUNTRY DEVELOPMENT NEEDS, AGENCY-WIDE POLICY PRIORITIES, AND BUREAU OBJECTIVES. EACH MISSION (OR OPERATING UNIT) IS EXPECTED TO DELINEATE A LIMITED SET OF STRATEGIC OBJECTIVES, ARTICULATE COHERENT STRATEGIES FOR ACHIEVING THESE OBJECTIVES, AND IDENTIFY APPROPRIATE INDICATORS FOR MEASURING PROGRESS. THESE STRATEGIC PLANS WILL BE NEGOTIATED WITH AND AGREED TO AT THE BUREAU LEVEL, WITH SELECTIVE REVIEW BY OPS AND POL FOR CONSISTENCY WITH AGENCY PRIORITIES.

C. IT IS IMPORTANT TO RECOGNIZE THAT THE DEVELOPMENT OF A MISSION (OR OPERATING UNIT) STRATEGIC PLAN IS NOT A SIMPLE, ROTE EXERCISE, BUT RATHER AN INTENSE AND INTERACTIVE ANALYTICAL AND CONSULTATIVE PROCESS. DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES MUST BE CAREFULLY EXAMINED BEFORE A MISSION'S (OR OPERATING UNIT'S) STAFF CAN ARTICULATE PRIORITIES, IDENTIFY ALTERNATIVES, ASSESS RESOURCES, REVIEW "LESSONS LEARNED", AND BEGIN MAKING DECISIONS. THIS INVOLVES TRADE-OFFS BETWEEN A UNIT'S ASPIRATIONS AND CAPABILITIES; AND A CAREFUL CONSIDERATION OF A.I.D.'S PRIORITIES, U.S. INTERESTS, AND HOST COUNTRY NEEDS AND CAPACITIES. IN THE PROCESS OF A GENUINE STRATEGIC PLANNING EFFORT, MISSIONS ARE GIVEN AN OPPORTUNITY TO EXPLORE CONSTRUCTIVELY A NUMBER OF RELATED ISSUES, E.G. FOCUSING AND CONCENTRATING THEIR PROGRAM TO ACHIEVE OBJECTIVES, DEFINING STRATEGIC OBJECTIVES IN TERMS OF RESULTS, DEALING WITH LEGISLATIVE OR ADMINISTRATIVE REQUIREMENTS (INCLUDING EARMARKS), AND DEVELOPING ORGANIZATIONAL AND MANAGEMENT APPROACHES TO RELATING PROJECT AND NON-PROJECT ACTIVITIES TO STRATEGIC OBJECTIVES.

D. DEVELOPING A GOOD STRATEGIC PLAN OFTEN INVOLVES NUMEROUS ITERATIONS OVER A PERIOD OF AT LEAST SEVERAL MONTHS AS A UNIT EXAMINES THE IMPLICATIONS OF ALTERNATIVE STRATEGIES, OBJECTIVES, INDICATORS, AND PERFORMANCE STANDARDS, AND DEVELOPS "OWNERSHIP" OF ITS OBJECTIVES. ULTIMATELY, SOME AGREEMENT (BUT RARELY COMPLETE CONSENSUS) IS REACHED ON A SET OF SIGNIFICANT OBJECTIVES THAT ARE WORTH PURSUING AND THAT CAN BE ACHIEVED.

E. MISSIONS (OR OTHER UNITS) ARE ALSO RESPONSIBLE FOR MANAGING THE COLLECTION OF DATA TO PERMIT CONTINUOUS ANALYSIS AND MONITORING OF PROGRESS TOWARD ACHIEVING AGREED-UPON OBJECTIVES AS WELL AS THE ENVIRONMENT FOR ACHIEVING THOSE OBJECTIVES. THESE SYSTEMS WILL PROVIDE INFORMATION THAT WILL BE USED FIRST AND FOREMOST BY MISSIONS THEMSELVES IN MANAGING THEIR PROGRAMS TO ACHIEVE



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RESULTS. THEY WILL ALSO FEED INTO WIDER BUREAU AND AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEMS THAT WILL BE USED BY SENIOR AGENCY DECISION-MAKERS TO HELP MANAGE, DEFEND AND PROMOTE THE AGENCY'S PROGRAM. MISSIONS WILL, THEREFORE, BE EXPECTED TO REPORT PROGRAM PERFORMANCE INFORMATION ON AN ANNUAL BASIS. IN COLLABORATION WITH THE BUREAUS, CDIE PROVIDES TECHNICAL ASSISTANCE TO HELP MISSIONS (AND OTHER UNITS) CLARIFY OBJECTIVES AND INDICATORS AND PLAN AND IMPLEMENT RELATED PERFORMANCE MANAGEMENT, MONITORING, AND REPORTING SYSTEMS (PARA 7).

F. THE AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEM EMBODIED IN PRISM ENCOMPASSES, AND IS LARGELY BEING BUILT FROM, OBJECTIVES AND INDICATORS IDENTIFIED BY MISSIONS, BUREAUS, AND OTHER OPERATING UNITS. CDIE HAS AGGREGATED OBJECTIVES AND INDICATORS DRAWN FROM VARIOUS DOCUMENTS (CDSSS, ACTION PLANS, CPSPS, APIS, ETC.) INTO 18 "CLUSTERS" THAT DEFINE AN INITIAL AGENCY-WIDE PRISM DATABASE. THESE "CLUSTERS" (AND ASSOCIATED INDICATORS) WILL BE ADJUSTED OVER TIME TO REFLECT CHANGES IN MISSION, BUREAU, OFFICE, AND AGENCY-WIDE PROGRAMS.

G. WHILE THE PRISM DATABASE IS BEING EXPLICITLY DESIGNED TO REFLECT MISSION (AND OTHER OPERATING UNIT) STRATEGIC OBJECTIVES AND INDICATORS, MISSIONS PURSUING SIMILAR OBJECTIVES WILL BE ENCOURAGED TO USE SIMILAR INDICATORS (IDENTIFIED IN THE CLUSTERING PROCESS) WHENEVER THESE INDICATORS ARE PRACTICAL AND APPROPRIATE TO HOST COUNTRY CIRCUMSTANCES. TO FACILITATE AGENCY (AND BUREAU) ANALYSIS AND REPORTING, SOME STANDARDIZATION OF INDICATORS MAY BE IMPLEMENTED OVER TIME.

#### 4. IMPLEMENTATION PLAN FOR A.I.D.'S PROGRAM PERFORMANCE MEASUREMENT SYSTEM

THE FOLLOWING BENCHMARKS OUTLINE THE AGENCY'S EXPECTED PROGRESS IN IMPLEMENTING THE AGENCY-WIDE PRISM SYSTEM:

##### A. EXPANDING PROGRAM PERFORMANCE MONITORING IN MISSIONS AND BUREAUS

WITH EXPANDED TECHNICAL ASSISTANCE FROM BUREAUS AND CDIE, MISSIONS REPRESENTING AT LEAST 75% OF A.I.D.'S RESOURCES SHOULD HAVE ADEQUATE STRATEGIC PLANS AND PERFORMANCE MEASUREMENT SYSTEMS IN PLACE BY THE END OF FY 1992. ALL A.I.D. MISSIONS ARE EXPECTED TO HAVE ADEQUATE STRATEGIC PLANS AND INFORMATION SYSTEMS IN PLACE BY JUNE 1993. THESE TARGETS WERE ESTABLISHED BY THE ADMINISTRATOR IN CONJUNCTION WITH THE FRY TASK FORCE REFORMS.

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B. INITIATING PROGRAM PERFORMANCE MONITORING IN CENTRAL OFFICES AND BUREAUS

EFFORTS TO STRENGTHEN PERFORMANCE MANAGEMENT SYSTEMS IN SELECTED A.I.D./W OFFICES AND BUREAUS SHOULD BE INITIATED DURING FY 1992. MORE COMPREHENSIVE CENTRAL PROGRAM COVERAGE WILL BE IMPLEMENTED IN FY 1993.

C. ANNUAL REPORTING ON MISSION AND OFFICE PROGRAM PERFORMANCE

REPORTING ON PROGRAM PERFORMANCE TO BUREAUS AND CDIE WILL BE REQUIRED OF ALL MISSIONS IN FY 1992, TO THE EXTENT THIS IS FEASIBLE. AFR MISSIONS {CATEGORY 1 COUNTRIES} AND LAC MISSIONS HAVE ALREADY SUBMITTED FY 1992 REPORTS OR ARE IN THE PROCESS OF DOING SO. FOR OTHER GEOGRAPHIC BUREAUS, EXCEPTIONS MAY BE WARRANTED FOR FY 1992; SEE REGIONAL BUREAU SUPPLEMENTARY COMMUNICATIONS IN PARAS 8-12. FOR FY 1993 AND ALL FUTURE YEARS, ALL MISSIONS AND MOST CENTRAL OFFICES SHOULD BE REPORTING REGULARLY AT TIMES ESTABLISHED BY EACH BUREAU, AND AUTOMATED PERFORMANCE MONITORING ELEMENTS SHOULD BE DIRECTLY LINKED TO THE AGENCY-WIDE PRISM SYSTEM.

D. MEASURING AND ANALYZING AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION

AN INITIAL REPORT TO THE ADMINISTRATOR AND SENIOR MANAGEMENT ON A.I.D.'S PROGRAM PERFORMANCE WILL BE COMPLETED BY LATE FY 1992. A MORE COMPREHENSIVE REPORT WILL BE COMPLETED IN THE EARLY SPRING OF FY 1993 {AND EACH SPRING THEREAFTER} BASED ON DATA AVAILABLE IN LATE FALL/EARLY WINTER. THIS WILL PERMIT SENIOR MANAGEMENT TO USE PERFORMANCE INFORMATION SUPPLIED BY PRISM FOR CONGRESSIONAL HEARINGS IN THE SPRING. BY THAT TIME, MORE ASSISTANCE WILL HAVE BEEN PROVIDED TO MISSIONS AND BUREAU REPORTING SYSTEMS WILL BE STRENGTHENED. THE ANNUAL REPORT WILL USE DATA PROVIDED THROUGH REGIONAL AND CENTRAL BUREAU PROGRAM REPORTING SYSTEMS, AS WELL AS INFORMATION FROM OTHER SOURCES, TO ASSESS PROGRESS AGAINST THE CLUSTERS AND ASSOCIATED INDICATORS {PARA 3F}.

E. REVIEWING MISSION AND OFFICE PROGRAM PERFORMANCE INFORMATION SYSTEMS

A PRELIMINARY REPORT ON THE STATUS OF MISSION PROGRAM PERFORMANCE INFORMATION SYSTEMS, PREPARED IN CONJUNCTION WITH CDIE'S DECEMBER 1991 BRIEFING FOR THE ADMINISTRATOR, WILL BE FINALIZED THIS SPRING AND UPDATED AS PART OF OUR END-OF-YEAR REPORT. THIS REPORT WILL BE FURTHER UPDATED

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ANNUALLY, IN CONSULTATION WITH BUREAUS, ON THE BASIS OF MISSION (AND OTHER UNIT) REPORTING AND SELECTED SITE REVIEWS.

#### 5. CORE CONCEPTS OF A.I.D.'S PROGRAM PERFORMANCE MEASUREMENT SYSTEM

THIS SECTION PRESENTS COMMON TERMS THAT WILL BE USED BY CDIE TO FACILITATE COMMUNICATION IN THE AGENCY ON STRATEGIC PROGRAM PLANNING, PERFORMANCE MEASUREMENT AND EVALUATION. THEY ARE PARTLY INTENDED TO ORIENT STAFF IN THOSE BUREAUS WHERE THIS APPROACH TO PROGRAM PLANNING AND EVALUATION IS RELATIVELY NEW. WE RECOGNIZE THAT SOME OF THESE TERMS MAY DIFFER FROM TERMS CURRENTLY IN USAGE IN BUREAUS ALREADY VERY EXPERIENCED WITH THIS APPROACH. SINCE THE MEANING AND PRINCIPLES ARE GENERALLY SIMILAR, WE INTEND TO BE REASONABLY FLEXIBLE ABOUT ACTUAL TERMINOLOGY.

##### A. ACCOUNTABILITY FOR RESULTS:

AS NOTED IN ADMINISTRATOR ROSKENS' WORLD-WIDE CABLE (REFTEL A), A.I.D. MANAGERS ARE "FULLY ACCOUNTABLE FOR 'MANAGING FOR RESULTS': FOR VIGOROUSLY PURSUING WELL DEFINED OBJECTIVES; FOR GETTING AND USING INFORMATION ON PROGRAM PERFORMANCE; FOR UNDERSTANDING WHY PROGRAMS ARE SUCCEEDING OR FAILING; AND FOR CONTINUOUSLY REORIENTING RESOURCES AND ACTIVITIES IN MORE EFFECTIVE AND PRODUCTIVE DIRECTIONS."

##### B. PROGRAM:

THE ENTIRE RANGE OF DEVELOPMENT ACTIVITIES--PROJECTS, NON-PROJECT ASSISTANCE, POLICY DIALOGUE, FOOD AID, AND OTHER ACTIVITIES--AIMED AT ACHIEVING A STRATEGIC OBJECTIVE. (IN SOME BUREAUS, "PROGRAM" HAS ALSO BECOME SYNONYMOUS WITH "COUNTRY PROGRAM;" I.E., THE ENTIRE RANGE OF MISSION ACTIVITIES IN A COUNTRY.)

##### C. PROGRAM GOAL(S):

THOSE OBJECTIVES ABOVE THE MANAGEABLE INTEREST OF A MISSION. A.I.D.'S STRATEGIC OBJECTIVES CONTRIBUTE TO THE ACHIEVEMENT OF ONE OR MORE PROGRAM GOALS. (ALL BOXES ABOVE STRATEGIC OBJECTIVES ON A MISSION'S PROGRAM OBJECTIVE TREE.)

##### D. STRATEGIC OBJECTIVE (SO):

THE HIGHEST LEVEL DEVELOPMENT RESULT THAT A MISSION (OR OTHER OPERATING UNIT) BELIEVES IS WITHIN ITS OVERALL

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MANAGEABLE INTEREST; I.E., THAT IT CAN MATERIALLY AFFECT AND FOR WHICH IT IS WILLING TO BE HELD ACCOUNTABLE. MISSIONS WOULD TYPICALLY PURSUE A RELATIVELY SMALL NUMBER OF STRATEGIC OBJECTIVES (ONE TO FIVE), COMMENSURATE WITH THE FINANCIAL AND HUMAN RESOURCES AVAILABLE FOR IMPLEMENTING EFFECTIVE STRATEGIES.

E. BUREAU OBJECTIVES:

SOME BUREAUS HAVE SPECIFIED BUREAU OBJECTIVES. THESE REPRESENT BUREAU DEVELOPMENT PRIORITIES--CONSISTENT WITH AGENCY-WIDE PRIORITIES AND LEGISLATIVE MANDATES. MISSION SOS SHOULD GENERALLY BE CONSISTENT WITH BUREAU OBJECTIVES, BUT NEED NOT CORRESPOND TO THEM ON A ONE-FOR-ONE BASIS. BUREAU OBJECTIVES REPRESENT RESULTS THAT BUREAUS EXPECT TO ACHIEVE THROUGH MISSION PROGRAMS, REGIONAL PROGRAMS, CENTRAL PROGRAMS, AND OTHER ACTIVITIES. IT IS ANTICIPATED THAT BUREAUS WOULD REPORT ANNUALLY ON PERFORMANCE AGAINST BUREAU-WIDE OBJECTIVES THEY HAVE ESTABLISHED.

F. PROGRAM OUTCOMES (POS):

PROGRAM OUTCOMES REPRESENT LOWER-LEVEL MISSION (OR OFFICE) OBJECTIVES THAT CONTRIBUTE TO THE ACHIEVEMENT OF ONE (AND IN SOME CASES TWO) STRATEGIC OBJECTIVES. A MISSION'S OBJECTIVE TREE (OR PROGRAM LOGFRAME) WOULD USUALLY ENCOMPASS SEVERAL PROGRAM OUTCOMES THAT RELATE THE RESULTS OF VARIOUS PROJECT, NON-PROJECT, POLICY REFORM, OR OTHER DEVELOPMENT INTERVENTIONS TO THE STRATEGIC OBJECTIVES. (IN LAC, THESE HAVE BEEN CALLED "PROGRAM OUTPUTS" AND IN AFR, "TARGETS".)

G. PROGRAM PERFORMANCE:

THE ACCOMPLISHMENT OF SIGNIFICANT DEVELOPMENT RESULTS. (AFR HAS CLEARLY EQUATED PROGRAM PERFORMANCE WITH PEOPLE-LEVEL IMPACT.)

H. OTHER ACTIVITIES:

ACTIVITIES THAT FALL OUTSIDE A MISSION'S CORE STRATEGIC OBJECTIVES, BUT WHICH A MISSION PURSUES (WITH BUREAU AGREEMENT AND SOMETIMES UNDER AGENCY OR BUREAU MANDATE) FOR PARTICULAR POLITICAL, HISTORICAL, HUMANITARIAN, OR PRACTICAL REASONS, OR AS EXPERIMENTAL EFFORTS; THESE "OTHER ACTIVITIES" COULD INCLUDE EARMARKS. CALLED "TARGETS OF OPPORTUNITY" IN THE AFRICA BUREAU, THEY USUALLY REPRESENT A RELATIVELY SMALL PORTION OF A MISSION'S PORTFOLIO.

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I. PERFORMANCE INDICATORS:

DIMENSIONS OR SCALES TO MEASURE PROGRAM RESULTS AGAINST OBJECTIVES, WITH AN EMPHASIS ON PEOPLE-LEVEL, GENDER-DISAGGREGATED MEASURES WHEN APPROPRIATE.

J. PERFORMANCE STANDARDS {EXPECTED RESULTS}:

DEGREE, AMOUNT, OR TYPE OF EXPECTED CHANGE IN AN INDICATOR OVER A DESIGNATED TIME PERIOD. IN LAC, THESE ARE REFERRED TO AS "TARGETS".

K. OBJECTIVE TREE ANALYSIS:

METHODOLOGY FOR THINKING THROUGH THE LOGICAL LINKAGES AMONG PROGRAM OBJECTIVES AND FOR RELATING STRATEGIC OBJECTIVES TO PROGRAM OUTCOMES AND ACTIVITIES. THESE ARE THEN DEPICTED IN GRAPHIC OR TABULAR FORMAT {E.G., AS OBJECTIVE TREES, PROGRAM LOGFRAMES, PROGRAM/PROJECT MATRICES, ETC.}. A PROGRAM OBJECTIVE TREE OR LOGFRAME IS TYPICALLY SUBMITTED TO A.I.D./W AS PART OF A MISSION {OR OPERATING UNIT} STRATEGIC PLAN.

L. STATEMENT OF OBJECTIVES, INDICATORS, AND STANDARDS:

A KEY COMPONENT OF MISSION {OR OTHER UNIT} STRATEGIC PLANS, PROVIDING A NARRATIVE DESCRIPTION OF THE PROGRAM STRATEGY, OBJECTIVES, INDICATORS, AND PERFORMANCE STANDARDS. IN AFR, THIS FORMS THE BASIS FOR THE MANAGEMENT CONTRACT.

M. PERFORMANCE MONITORING SYSTEM:

A COMMON, EASY-TO-USE, AT LEAST PARTIALLY AUTOMATED FORMAT FOR MONITORING, ANALYZING, AND REPORTING PERFORMANCE TOWARD THE ACHIEVEMENT OF PROGRAM OUTCOMES AND STRATEGIC OBJECTIVES BY MISSIONS, BUREAUS, AND AGENCY-WIDE {USING EACH MISSION'S OWN OBJECTIVES, INDICATORS, AND STANDARDS}.

CDIE IS CURRENTLY DEVELOPING AND FIELD-TESTING SUCH SYSTEMS {AS PART OF PRISM} IN COLLABORATION WITH REGIONAL BUREAUS AND IRM, AND CONSISTENT WITH EXISTING REPORTING PROCEDURES {SUCH AS THE AFRICA BUREAU'S PARTIALLY AUTOMATED ASSESSMENT OF PROGRAM IMPACT}.

N. COLLECTING PERFORMANCE DATA:

MISSIONS COLLECT MUCH PROGRAM PERFORMANCE DATA THROUGH PROJECT MECHANISMS, OFTEN USING MONITORING AND EVALUATION

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CAPABILITIES OF ONE OR MORE KEY PROJECTS ASSOCIATED WITH A STRATEGIC OBJECTIVE. OTHER DATA CAN BE GATHERED FROM SECONDARY HOST COUNTRY OR INTERNATIONAL SOURCES OR THROUGH DISTINCT DATA COLLECTION AND ANALYSIS ACTIVITIES MANAGED BY A PROGRAM OFFICE, TECHNICAL OFFICE, OR OTHER MISSION UNIT. THESE DATA SHOULD BE GENDER-DISAGGREGATED WHEN APPROPRIATE AND FEASIBLE. COST-EFFECTIVENESS IS AN IMPORTANT CRITERION IN SELECTING THE MEANS BY WHICH SUCH DATA WILL BE COLLECTED.

O. USING PROGRAM PERFORMANCE DATA:

PROGRAM PERFORMANCE INFORMATION IS ESSENTIAL TO "MANAGING FOR RESULTS" AND SHOULD BE REFLECTED IN PROGRAM AND POLICY DECISIONS BY MISSIONS, OFFICES, BUREAUS, AND TOP AGENCY MANAGEMENT. WHILE PROGRAM PERFORMANCE DATA MAY HAVE CLEAR IMPLICATIONS FOR PROGRAM FUNDING DECISIONS, SUCH DATA SHOULD NOT BE DIRECTLY OR MECHANICALLY APPLIED IN SETTING ANNUAL COUNTRY LEVELS OR ALLOCATING PERSONNEL. THE "FRONT-LINE," CRITICAL USE OF PROGRAM PERFORMANCE INFORMATION IS TO MANAGE FOR RESULTS IN MISSIONS. ANOTHER "CRITICAL USE" OF PROGRAM PERFORMANCE INFORMATION IS TO REPORT TO PRIORITY AUDIENCES, INCLUDING REGIONAL BUREAU SENIOR MANAGERS, OPS, THE POLICY DIRECTORATE, THE ADMINISTRATOR, CONGRESS, GAO, AND OMB.

P. PERFORMANCE MANAGEMENT:

PERFORMANCE MANAGEMENT IS THE APPLICATION OF THE ABOVE CONCEPTS AND PRINCIPLES BY MANAGERS AT ALL ORGANIZATIONAL LEVELS, SO THAT STRATEGIES BECOME INCREASINGLY EFFECTIVE IN ACCOMPLISHING SIGNIFICANT DEVELOPMENT RESULTS. INFORMATION ON PERFORMANCE AND REGULAR MONITORING OF THIS INFORMATION ARE NECESSARY TO ENABLE MANAGERS TO ASSESS THE EFFECTIVENESS OR FAILURE OF STRATEGIES AND THEIR CONSTITUENT ACTIVITIES. ADHERENCE TO THE CRITERIA SET FORTH BELOW IN PARA 6 IS AN IMPORTANT ELEMENT OF PERFORMANCE MANAGEMENT.

6. GUIDANCE FOR SELECTING OBJECTIVES, INDICATORS, AND PERFORMANCE STANDARDS

THIS CABLE PROVIDES GUIDANCE ON PROGRAM PERFORMANCE MEASUREMENT, NOT ON THE COMPLEMENTARY CHANGES IN PROGRAM PLANNING THAT ARE ALSO NEEDED AND WHICH MOST REGIONAL BUREAUS AND THEIR MISSIONS HAVE BEEN PURSUING. THIS GUIDANCE WAS DEVELOPED TO SUPPORT THOSE CHANGES AND TO PROVIDE A COMMON FRAMEWORK THROUGHOUT THE AGENCY IN THE AREA OF PERFORMANCE MEASUREMENT. THE CRITERIA PRESENTED BELOW WILL BE APPLIED BY BUREAUS IN REVIEWING MISSION

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PROGRAM PERFORMANCE PLANS IN MISSION STRATEGIC PLANNING DOCUMENTS. ISSUES OF ADHERENCE TO THESE CRITERIA SHOULD BE RAISED DURING A.I.D./W REVIEWS OF MISSION PROGRAM PLANS.

A. STRATEGIC OBJECTIVES SHOULD BE:

A.1. SHORT PRECISE STATEMENTS OF THE IMPACTS SOUGHT, RATHER THAN DETAILED DESCRIPTIONS OF THE MEANS OF ACHIEVING RESULTS OR LABELS FOR SECTORS OR CATEGORIES OF ACTIVITIES;

A.2. THE MOST SIGNIFICANT RESULTS IN A PROGRAM AREA FOR WHICH A MISSION {OR OTHER OPERATING UNIT} IS WILLING AND ABLE TO BE HELD ACCOUNTABLE;

A.3. SIGNIFICANT IMPROVEMENTS IN THE WELL-BEING OF PEOPLE OR THE SUSTAINED PERFORMANCE OF AN ECONOMY OR INSTITUTION. {UNDER THE DFA, THE AFRICA BUREAU REQUIRES A FOCUS ON "PEOPLE-LEVEL IMPACT."};

A.4. PURSUED THROUGH CLEAR PROGRAM STRATEGIES THAT TRACE LOGICAL CONNECTIONS TO PROGRAM OUTCOMES {ACHIEVABLE IN 2-5 YEARS} AND A COHERENT SET OF UNDERLYING PROJECTS, NON-PROJECT ASSISTANCE, POLICY DIALOGUE, AND OTHER ACTIVITIES.

A.5. WITHIN A MISSION'S {OR OTHER UNIT'S} MANAGEABLE INTEREST, THAT IS, SUBSTANTIALLY ACHIEVABLE THROUGH THE MISSION'S {OR UNIT'S} MANAGEMENT OF ITS AVAILABLE RESOURCES;

A.6. THE BASIS FOR "PERFORMANCE CONTRACTS" BETWEEN MISSIONS AND BUREAUS;

A.7. AMENABLE TO SUBSTANTIAL PROGRESS IN THE MEDIUM TERM {USUALLY 3-8 YEARS};

A.8. CONSISTENT WITH CONGRESSIONAL, AGENCY, AND BUREAU PRIORITIES IN THE CONTEXT OF COUNTRY-SPECIFIC OPPORTUNITIES AND CONSTRAINTS.

A.9. INTEGRAL TO THE ACHIEVEMENT OF AN OVERALL COUNTRY PROGRAM GOAL.

B. PROGRAM PERFORMANCE INDICATORS SHOULD:

B.1. BE CLEARLY AND OBVIOUSLY LINKED TO THE STATEMENT OF INTENT ARTICULATED IN THE STRATEGIC OBJECTIVE {I.E., MEASURE AS DIRECTLY AS POSSIBLE PROGRESS IN ACHIEVING

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OBJECTIVES};

B.2. REPRESENT THE MOST USEFUL {RELEVANT, OBJECTIVE, VALID} DIMENSIONS FOR MEASURING PROGRESS IN ACHIEVING OBJECTIVES;

B.3. BE PRACTICAL, DERIVED IN A COST-EFFECTIVE MANNER FROM NATIONAL OR INTERNATIONAL DATA, OTHER DATA SOURCES, OR MISSION DATA COLLECTION AND ANALYSIS, DEPENDING ON APPROPRIATENESS AND AVAILABILITY;

B.4. ENCOMPASS, WHENEVER APPROPRIATE, PEOPLE-LEVEL {GENDER DISAGGREGATED} PROGRAM IMPACT;

B.5. PROVIDE MEASURES OF RESULTS THAT CAN BE RELATED TO THE MAGNITUDE OF A.I.D.'S INVESTMENT, MEASURED BY USING, FOR EXAMPLE, DOLLAR OBLIGATIONS REPORTED UNDER ACTIVITY CODES IN THE ANNUAL BUDGET SUBMISSION;

B.6. BE COMPARABLE, TO THE EXTENT FEASIBLE, ACROSS COUNTRIES AND GEOGRAPHIC REGIONS.

C. PERFORMANCE STANDARDS {EXPECTED RESULTS} SHOULD:

C.1. BE TIME-BOUND, REPRESENTING THE DEGREE OF CHANGE ANTICIPATED DURING THE PLANNING PERIOD;

C.2. BE AS PRECISE AS POSSIBLE {BUT MAY BE QUANTITATIVE OR QUALITATIVE, AS APPROPRIATE};

C.3. PROVIDE CONVINCING EVIDENCE THAT OBJECTIVES ARE, OR ARE NOT, BEING ACHIEVED;

C.4. INCLUDE A BASELINE REFLECTING, IF POSSIBLE, CONDITIONS PRIOR TO THE START OF A.I.D.'S PROGRAM;

C.5. REFLECT WHAT IS ACHIEVABLE, GIVEN COUNTRY {OR REGION} SPECIFIC OPPORTUNITIES AND CONSTRAINTS;

C.6. REQUIRE EXPLANATION OF SUBSTANTIAL POSITIVE OR NEGATIVE DEVIATIONS.

~~7. A.I.D./U ASSISTANCE~~

CDIE STAFF AND PRISM SUPPORT CONTRACTORS {MANAGEMENT SYSTEMS INTERNATIONAL; LABAT-ANDERSON; RESEARCH TRIANGLE, INC.} PROVIDE TECHNICAL ASSISTANCE TO HELP MISSIONS DEVELOP AND/OR REFINE PROGRAM PERFORMANCE INFORMATION SYSTEMS. FOR FURTHER INFORMATION ON TECHNICAL ASSISTANCE,

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CONTACT YOUR REGIONAL BUREAU PROGRAM OFFICE AND/OR ONE OF THE CDIE BUREAU COORDINATORS--SHARON BENOLIEL {FOR LAC OR ASIA} OR LOIS GODIKSEN {FOR EUR, NE, OR AFR} AT 703-875-4819. CDIE WILL WORK CLOSELY WITH THE REGIONAL BUREAU TO COORDINATE REQUESTS FOR TECHNICAL ASSISTANCE.

#### 8. AFRICA BUREAU SUPPLEMENTARY COMMUNICATION

THE AFRICA BUREAU FULLY SUPPORTS THE EMPHASIS WHICH THE AGENCY HAS PLACED ON MANAGING FOR RESULTS. SINCE THE INCEPTION OF THE DFA, THE BUREAU HAS STRONGLY EMPHASIZED THE NEED TO FOCUS AND CONCENTRATE, DEVELOP CLEAR OBJECTIVES AND INDICATORS OF PERFORMANCE, AND REPORT ON ACTUAL RESULTS. THE 1989-92 DFA ACTION PLAN SERVES AS THE OBJECTIVE STATEMENT FOR THE BUREAU. THE ACTION PLAN HAS BEEN WIDELY DISSEMINATED AND WAS DISCUSSED AND REVALIDATED MOST RECENTLY AT THE MISSION DIRECTOR'S CONFERENCE IN MAY 1991. THE AFRICA BUREAU HAS DEVELOPED THE COUNTRY PROGRAM STRATEGIC PLAN {CPSP} AS THE MECHANISM FOR MISSIONS TO SPECIFY AND JUSTIFY THEIR STRATEGIC OBJECTIVES AND HOW THEY PLAN TO MEASURE PERFORMANCE. THE BUREAU HAS HAD AN IQC WORK ORDER IN PLACE WITH MSI, NOW THE LEAD CONTRACTOR FOR PRISM, TO TEAM WITH U.S. DIRECT HIRE STAFF FROM AFR/W AND REDSOS TO HELP MISSIONS DEVELOP THEIR PERFORMANCE MEASUREMENT SYSTEMS. BY THE TIME THE WORK ORDER ENDS, THE BUREAU WILL HAVE IN PLACE A BUY-IN TO THE PRISM CONTRACT TO FACILITATE ACCESS ON THE PART OF AFRICAN MISSIONS TO CONTINUED TECHNICAL SUPPORT.

MOST OF THE CATEGORY 1 COUNTRIES IN AFRICA HAVE PROGRAM OBJECTIVES IN PLACE OR ARE ON THE AGENDA TO HAVE THEIR CPSPS/CONCEPT PAPERS REVIEWED BY THE END OF CALENDAR YEAR 1992. WE ARE ALSO RECEIVING PERFORMANCE REPORTS {I.E. APIS} FROM ALL THE CATEGORY 1 MISSIONS. THE BUREAU IS PRESENTLY ANALYZING HOW TO MAKE THE MOST EFFECTIVE USE OF BUDGETARY AND STAFF RESOURCES TO ENSURE THAT OBJECTIVE STATEMENTS ARE DEVELOPED FOR NON-CATEGORY 1 COUNTRIES WITH BILATERAL PROGRAMS. THE REQUIREMENTS WILL REFLECT PROGRAM SIZE AND STAFF LEVELS. SEPTELS WILL FOLLOW WITH DETAILS ON REQUIREMENTS FOR THE NON-CATEGORY 1 COUNTRIES, AND ON HOW TO ACCESS TECHNICAL ASSISTANCE FOR DEVELOPING OBJECTIVES AND REPORTING SYSTEMS. IN THE MEANTIME, COUNTRIES THAT FORESEE A NEED FOR TECHNICAL SUPPORT SHOULD ADVISE THEIR GEOGRAPHIC OFFICES WHO WILL COORDINATE WITH AFR/DP TO ENSURE APPROPRIATE TIMING AND SKILL MIX ON THE PART OF THE TA TEAM. AFR/DP REMAINS IN REGULAR CONTACT WITH CDIE ON PRISM SUPPORT SERVICES. FOR THE MOST EFFICIENT SERVICE, PLEASE CHANNEL YOUR REQUESTS THROUGH THE GEOGRAPHIC OFFICES AND DO NOT CONTACT CDIE DIRECTLY.

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9. ASIA BUREAU SUPPLEMENTARY COMMUNICATION

PRISM HAS BEEN DESIGNED PURPOSELY TO BUILD ON THE ASIA BUREAU PROGRAM PERFORMANCE INDICATOR {PPI} SYSTEM, AND NOT CREATE A PARALLEL AGENCY PERFORMANCE TRACKING PROCESS. WE FULLY SUPPORT THIS EFFORT AS IT WILL HELP THE AGENCY BETTER RECORD AND REPORT ON RESULTS, YET PLACE MINIMAL ADDITIONAL DEMANDS ON MISSION STAFF.

OUR PPI SYSTEM IS IN PLACE FOR MOST OF THE ASIA REGION, WITH CAMBODIA AND MONGOLIA CURRENT EXCEPTIONS AND THE SOUTH PACIFIC YET TO ESTABLISH FIRM BENCHMARKS UNDER ITS INDICATORS. THE FOCUS AND CONCENTRATION EXERCISE RESULTED IN MANY MISSIONS REVISING THEIR OBJECTIVES. SPECIFIC REVISIONS TO INDICATORS AND BENCHMARKS ARE NOT EXPECTED UNTIL THE SECOND ANNUAL SUBMISSION OF THE PPI REPORT THIS APRIL. THEREFORE, THIS GUIDANCE CABLE IS OPPORTUNE FOR MISSIONS TO ENSURE THAT THEIR WORK IN THIS AREA WILL BE COMPATIBLE WITH PRISM.

THE BUREAU IS WORKING WITH CDIE TO PROVIDE RESOURCES TO HELP MISSIONS ENSURE THAT THEIR PPIS ARE CONSISTENT WITH THE AGENCY'S PRISM SYSTEM. OUR EXPERIENCE IS THAT TOGETHER WE CAN STRENGTHEN THE QUALITY OF THE REPORTING AND IMPROVE THE UNDERSTANDING OF OUR OBJECTIVES. ULTIMATELY THIS WILL HELP THE BUREAU AND THE AGENCY BETTER DEMONSTRATE DEVELOPMENT RESULTS.

10. EUR BUREAU SUPPLEMENTARY COMMUNICATION

THE BUREAU SUPPORTS THE SUBSTANCE OF THIS GUIDANCE. WE ARE CURRENTLY CONSIDERING APPROACHES FOR IMPLEMENTING THE GUIDANCE WITHIN THE UNIQUE CIRCUMSTANCES AND REQUIREMENTS OF THE EUROPE BUREAU.

11. LAC BUREAU SUPPLEMENTARY COMMUNICATION

LAC MISSIONS SHOULD BE FAMILIAR WITH THE CONCEPTS AND APPROACH OF CDIE'S PRISM PRECEPTS CONTAINED IN THIS GUIDANCE BECAUSE THE PROGRAM PERFORMANCE ASSESSMENT SYSTEM {PPAS} WE HAVE BEEN DEVELOPING IN LAC IS FULLY CONSISTENT WITH PRISM. IN PARTICULAR, MISSIONS WILL NOTE WHY CLEAR CONCISE AND MEASURABLE STRATEGIC OBJECTIVES WERE STRESSED IN THE PPAS STRATEGIC OBJECTIVE TDYS THAT WERE CARRIED OUT DURING THE PAST YEAR. LIKEWISE, THE NEED FOR MEASURING PERFORMANCE AND ESTABLISHING A DATA COLLECTION AND MONITORING PLAN IS NOW EVIDENT AS WE WILL ALL BE REQUIRED TO REPORT ANNUALLY ON PROGRAM PERFORMANCE. COMPLETING DEVELOPMENT AND INSTALLATION OF THE PPAS IS IMPORTANT FOR ALL OF US TO BE ABLE TO REPORT ON OUR PROGRAM PERFORMANCE.

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WE ENCOURAGE YOU TO CHANNEL YOUR ASSISTANCE REQUESTS TO COMPLETE THE DEVELOPMENT AND INSTALLATION OF PPAS THROUGH LAC/DPP/SDPP. LAC/DPP WILL COORDINATE THIS ASSISTANCE WITH CDIE. WE RECOGNIZE THAT SOME STRATEGIC OBJECTIVE PERFORMANCE INDICATORS WILL NOT NECESSARILY SHOW PROGRESS ANNUALLY BUT MISSIONS WILL BE EXPECTED TO MONITOR THE STRATEGIC OBJECTIVE PERFORMANCE INDICATORS AND THE PROGRAM OUTPUTS {PROGRAM OUTCOME} INDICATORS. YOUR NARRATIVES AND ACTION PLAN TABLES WILL PRESENT YOUR ASSESSMENT OF PROGRAM PERFORMANCE PROGRESS AND STATUS. THE LOTUS 1-2-3 REPORTING FORMAT FOR YOUR PROGRAM OBJECTIVES DOCUMENT AND ACTION PLAN TABLES THAT WAS DEVELOPED WITH CDIE MEANS THAT THE PERFORMANCE MONITORING SYSTEM CONCEPT MENTIONED IN THE CABLE IS COMPATIBLE WITH THE CDIE SYSTEM AND THAT YOU WILL NOT BE REQUIRED TO DUPLICATE REPORTING REQUIREMENTS TO CDIE. WHEN YOU PRESENT YOUR ACTION PLAN, THE PERFORMANCE DATA WILL BE PROVIDED TO CDIE TO INCLUDE IN PRISM.

## 12. NE BUREAU SUPPLEMENTARY COMMUNICATION

THE ABOVE GUIDANCE PROVIDES THE BACKGROUND NECESSARY TO BEGIN PREPARATION OF THE NEW STRATEGIC PLANNING DOCUMENT YOU WILL BE RECEIVING FROM THE BUREAU. THE NEW STRATEGIC PLANNING DOCUMENT IS CURRENTLY IN THE BUREAU CLEARANCE PROCESS AND YOU CAN EXPECT A DRAFT FOR MISSION COMMENTS AND CLEARANCE. THE ABOVE PROGRAM PERFORMANCE MEASUREMENT GUIDELINES WILL BE AN INTEGRAL PART OF THIS NEW DOCUMENT AND PROVIDE THE BASIS FOR ITS UTILIZATION AND STANDARDIZATION ACROSS THE BUREAU.

THE MOST IMPORTANT THING MISSIONS SHOULD KEEP IN MIND IS THAT THE NEW PLANNING DOCUMENT AND PROGRAM PERFORMANCE MEASUREMENT GUIDELINES ARE NOT REPEAT NOT MEANT TO INCREASE YOUR REPORTING REQUIREMENTS. NEITHER ARE THEY DESIGNED TO INCREASE YOUR OVERALL WORK LOAD. ON THE CONTRARY, THEY SHOULD ENABLE YOU TO REDUCE YOUR REPORTING AND STILL PROVIDE THE INFORMATION AND DATA NECESSARY TO MEET THE OBJECTIVES STATED IN YOUR PLANNING DOCUMENT. BY FOLLOWING THE ABOVE GUIDANCE, AND DESIGNING DATA COLLECTION ACTIVITIES THAT CAN BE IMPLEMENTED FROM ONGOING OR PLANNED PROJECT ACTIVITIES, YOU NEED NOT HAVE SPECIAL REQUIREMENTS FOR DATA COLLECTION THAT USE VALUABLE STAFF TIME BEYOND NORMAL PROJECT IMPLEMENTATION. LIKEWISE, CAREFUL CRAFTING OF STRATEGIC OBJECTIVES AND INDICATORS THAT ALLOW FOR DATA COLLECTION AND VERIFICATION THROUGH NORMAL PROJECT IMPLEMENTATION WILL ALSO HELP REDUCE YOUR REPORTING REQUIREMENTS.

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ADDITIONAL CLEARANCES:

AID/AA/AFR:SSPANGLER { }  
AID/AA/ASIA:HHFORE { }  
AID/AA/EUR:CADELMAN { }  
AID/AA/LAC:JMICHEL { }  
AID/AA/NE:RBROWN { }

AID/AA/R&D:RBISSELL {INFO}  
AID/AA/FHA:ASNATSIOS {INFO}  
AID/PR:JMULLEN {INFO}  
AID/FA/IRM:BGOLDBERG {INFO}  
AID/DD/POL:LSAIERS {INFO}

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## ANNEX 2

# RETREAT PARTICIPANTS

### DIRECTORS OFFICE

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Janice M. Weber  
Robert S. Brent  
Barbara Clary

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Farooq Mangera  
Margaret Letebele

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Paul J. Neifert  
Jeremy J. D. Hagger  
Douglas W. Heisler  
Cecily L. Mango  
Jacob A. Gayle  
Louis Coronado  
Nomea Masihleho  
Sesana Mokoana  
Harold Mothswane  
Theresa Olifant  
Karl Jensen  
David DeGroot

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Dennis E. Wendel  
David P. Evans  
Amy Tshabalala  
Dipolelo Ngatane  
Magdelene Malete  
Sarah Labaree  
Susan Grey

### CONTROLLER'S OFFICE

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William Livengood  
Lorraine Kew  
Analie Vandeventer  
Andrew Lehabe  
Malilemo Seheri

### REGIONAL LEGAL ADVISER

Donald G. Keene

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Emily Mhlanga  
Marjorie Cartwright  
Ephraim Lekana  
Jacobus Vos  
Geoffrey Carter  
Raquel Hare

### OTHER PARTICIPANTS

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Keith Brown, AID/W  
Ron Bonner, AID/W  
Bruce O'Dell, REDSO  
Warren Weinstein, AID/W  
Joel Barkun, REDSO  
Don Greenberg, SADC  
Frank Stovras, USIS  
US Embassy Political and Economic  
Officers